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AUTHOR Kintzer, Frederick C.
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ABSTRACT

This document describes the developing Junior University College system in Ceylon. Six institutions, resembling American community or junior colleges, were established in 1969 to fill Ceylon's manpower needs not met by her universities, technical colleges, and teachers' colleges. The Junior University College's three-fold aim includes imparting essential knowledge, supplying vocational skills, and encouraging the intellectual enrichment of citizens. Two-year diploma programs included traditional academics, as well as programs for filling manpower shortages in crucial industries. Personal development is stressed, with emphasis on preparation for "manhood as well as manpower." The document includes consideration of the language problem (staff members translate books and materials into Sinhala and Tamil, while students' English improves via voluntary speech classes and peer tutoring); student services, emphasizing educational and career counseling; teaching methods, which include demonstrations, discussions, role play, and tours, as well as more traditional methods; and community services. (ER)

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Junior University College Movement in Ceylon

by Frederick C. Kintzer

The author spent the 1968-69 academic year in Ceylon as adviser to the Ceylon Government on the establishment of a junior university college system. He tells here the story of this unique system—its historical perspective, its position in the total educational scene of Ceylon, and how it operates.

THE JUNIOR UNIVERSITY COLLEGE system, established by the Higher Education Act in 1966, is the newest and most dynamic segment of Ceylon's complex educational enterprise. The system, made up of six institutions, was inaugurated on February 2, 1969, in an islandwide event of colorful pageantry and impressive ritual. Incorporating some of the characteristics of the American 2-year college, the junior university colleges were created primarily to fill manpower needs not being met by the universities, the technical colleges, the teacher training colleges, or other specialized schools.

As the second of a series of Fulbright-Hays professors assigned as advisers to the Ministry of Education and Cultural Affairs, the author was privileged to serve during the year when the junior universities first opened to students. The most gratifying feature of the tour was the excellent professional and personal relationships with the Ministry through the system director, D.J. Nanayakkara, and with the administration and staff of the U.S. Educational Foundation and the U.S. Information Service. Mr. Nanayakkara was always responsive to suggestions which appeared to harmonize with the Ceylon scene as he best knew it, and was willing to explain why cer-

• FREDERICK C. KINTZER *is associate professor of higher education at the University of California, Los Angeles, and associate director of the Office of Relations With Schools, in charge of programs concerned with relations between the University of California and the California Community Colleges. He has his M.A. and Ed.D. degrees from Stanford University. In August-September 1962 he was consultant in junior college education in Kenya. Before going to UCLA Dr. Kintzer was president of two of Washington State's junior colleges.*

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tain ideas should not be implemented. At the same time, colleagues in the foundation and the U.S. Information Service provided logical and positive direction and, by being good listeners, created a friendly climate of mutual respect and participation.

Background

The current system of education in Ceylon is based upon legislation passed in 1939.[1] Although political independence was still 8 years away, the country had, just prior to the 1939 ordinance, moved toward self-government with a parliamentary body, state council, and a number of ministries, education being one. A strong national movement, led by an English-educated elite, clamored for revival of indigenous culture and learning and return to the mother tongue.

Legislative acts of 1947 and 1951 amended and extended the original ordinance to provide greater equality of educational opportunity. In addition to establishing Sinhala (majority language) or Tamil (minority language) as the instructional medium in all schools (something the universities are just now enforcing, under strong government pressure), these reforms provided free tuition to all students in all government schools through the university, established almost 50 senior secondary schools emphasizing science, mathematics, and practical education, and started a system of national scholarships for students in the 11–13 age group to study in these schools.

An education explosion resulted, quickly taxing facilities, equipment, and personnel, particularly in rural areas. With the rapid increase in literacy and the stirrings of small industry in and near population centers came demands for curricular reform to educate and train a new generation.

Legislation enacted in 1960 under a new government dominated by the Sri Lanka Freedom Party led by Mrs. Sirima R.D. Bandaranaike, wife of the assassinated Prime Minister, brought practically all types of schools under government control. While a large majority of Ceylon's schools now belong to the state, a few highly prestigious private institutions flourish in urban areas. Usually sponsored by religious groups, these schools receive no government support, but must conform to all government regulations.

The 1962 report of the National Education Commission presented a comprehensive review of the entire system, to set the stage for "A White Paper on Proposals for a National System of Education." Before action was taken, however, the Sirima Bandaranaike government was defeated by the United National Party which, with the help of the Federal Party (Tamil Communal), formed a coalition government. Dudley Senanayake became the Prime Minister in 1965, and I.M.R.A. Iriyagolle was named the eighth Minister of Education.

Dissertation at UCLA

One of the first documents, if not the first, to encourage investigation into the possibilities of a Ceylon-style junior college system was a dissertation written by Mr. Wijeyewardene, who in 1959 was selected to study at the University of California, Los Angeles, to plan and propose necessary action to implement a vocational guidance program recently

[1] Ceylon's educational renaissance is best described in two recent books. The first listed is a detailed report of educational developments organized chronologically. The second resource is issue-oriented and features a graphic "epilogue"—a critique on current governmental practices.

a. K.H.M. Sumathipala, *History of Education in Ceylon, 1796–1965* (Colombo, Ceylon: Tisara Prakasakayo Publishers, 1968).

b. J.E. Jayasuriya, *Education in Ceylon, Before and After Independence* (Colombo, Ceylon: Associated Educational Publishers, 1969).

introduced in Ceylon schools.[2] His stated reason for recommending a type of junior college was to provide educational opportunities for university-eligible students who were being rejected because of space and facilities constraints:

> The development of college education in Ceylon is a serious problem when seen from the point of view of thousands of students who, though having the ability, clamor for university education, but are rejected because they do not come within the quota of places available. For a partial solution to this problem, the American junior college adapted for Ceylon appears to be most effective. It would serve to give a two-year college education for those who fail to enter the universities. This problem should receive careful consideration and an early solution should be formed for it.[3]

Two of Wijeyewardene's recommendations have become features of the new junior university colleges: guidance and counseling on a full-time basis, and comprehensive schools offering general education, meaningful practical courses to develop marketable skills, and university preparatory subjects.

He called for an all-out effort to develop the vocational guidance program which had been introduced in Ceylon in 1957. He emphasized that top priority should be given to the establishment in Ceylon colleges and universities of student personnel services headed by a full-time counselor. He also urged the creation of comprehensive schools offering the universals, specialties, and alternatives.

A second Ceylonese educator, D. J. Nanayakkara, who is now the director of the junior university college system, also completed his graduate work at the UCLA Graduate School of Education. His master's thesis, completed in January 1962, outlined a "program for the development of a measure for the assessment and prediction of scholastic aptitude for use in Ceylon schools."

While Nanayakkara was primarily interested in finding or creating a scholastic aptitude test for Sinhala-speaking students at the end of the standard eight, he recognized the basic need for assessment, evaluation, and guidance at regular intervals during a student's career. Developing suitable criteria for admission to the junior university colleges is also very much on his mind. In fact, he and colleagues in the testing division of the Ministry are now working on such a project.

As Educational Specialist prior to his appointment as Director of the Junior University Colleges (early in 1969), Nanayakkara also recognized the seriousness of the rising tide of unemployment among recent university graduates and determined to work toward establishing a type of institution which emphasized technical training.

Nanayakkara was a student of Dr. Milton E. Hahn, UCLA professor of psychology, in Ceylon as well as at UCLA. Professor Hahn had been called to Ceylon in mid-1959 to continue the training of psychology and education teachers from Ceylon's teacher training colleges who were, in turn, to train specialist-counselors for elementary and secondary schools. As specialist-consultant to the Ministry of Education, Professor Hahn conducted seminars with groups of officers selected from the departments of health and education.

Professor Hahn's influence was

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[2] K.A.G.D. Wijeyewardene, *Vocational Guidance in a New Nation* (University of California, Los Angeles, unpublished dissertation, 1960). Dr. Wijeyewardene is now managing editor of the Ceylon *Sun*, a privately owned newspaper. He has strongly supported the junior university college movement, and his efforts to promote the cause during the author's stay in Ceylon were much appreciated.

[3] *Ibid.*, p. 245.

destined to be felt through his students, who were later involved in the development of student personnel services in Ceylon's junior university colleges. Some of his writings, in fact, were used as models in building the accepted philosophy of counseling and guidance.

In Ceylon today free education is available from kindergarten through the university. Between secondary and higher or tertiary education are eight junior technical institutes, one senior technical institute, and one unique school (the Ceylon Technical Institute in Colombo) offering craft training. With the exception of the diploma courses in the latter school, which include a third and fourth year, all technical institutes offer prevocational training in basic technical skills.

At the so-called tertiary or higher education level, but not necessarily top-level in terms of entrance requirements, are 24 teacher training colleges, single colleges of art, music, dance, nursing, and law, and various other professional institutions offering apprenticeships in professions and skills such as mid-wife training. Above this level are the six junior university colleges, with the four universities at the top.

About 400,000 students are potentially "available" each year for higher education—meaning those who have completed 12 years of schooling but have not necessarily successfully passed advanced level examinations. Only six percent of these, or roughly 24,000, find the opportunity for any education beyond secondary school.

Junior College System

The junior university colleges system is at the apex of Ceylon's educational reforms. Although many educators and politicians supported the philosophy behind the movement developed by Wijeyewardene, Nanayakkara, and others, credit for the actual creation of the system should go to a small band of enthusiasts led by the Minister of Education himself, Mr. Iriyagolle. One event, the Minister's visit to Japan and the United States, was the kick-off to intense preparation and planning for the new system. During this trip, which came early in his career as Minister of Education and Cultural Affairs, Mr. Iriyagolle saw in action junior colleges of the two nations. He was specifically taken by what he saw happening at Los Angeles Trade-Technical College—model homes being constructed by building trades students and sold at public auction, clothes being made by and for students in apparel trades, food being prepared by chef training and commercial baking majors and sold in the cafeteria. The Minister returned home all the more determined to provide this type of education for the people of Ceylon.

In a matter of weeks the Minister appointed a committee to develop a detailed plan for establishing junior university colleges. The work of this central planning committee was used in drafting crucial sections of the Higher Education Act, which, among other things, set up the junior university college system.

A board of studies was provided as the academic authority for the system, consisting of a representative from each of the universities, the principals, and nine appointed citizens. Each institution was to have a Board of Discipline, a Students' Council, and a Board of Students' Welfare.

Purposes of the junior university colleges were stated thus:

> The Junior University College was founded to meet the sustained demand of the youth of the country with ability levels fit for post-secondary education. It aims to provide vocationally oriented courses, the basic programme of which has the three-fold aim of imparting essential knowledge,

supplying the necessary skills directly relevant to future vocations, and encouraging the intellectual enrichment of the future vocationally trained personnel. It functions to develop manpower for careers in Agriculture, Industry, Commerce, and Service Occupations, and is geared to the economic needs of the country. The opportunities it affords for self-employment are substantial. It aims to provide, in addition, background courses designed to foster physical development and desirable human relations.

Consistent with this statement, 2-year diploma programs (majors) were determined in areas of critical manpower shortages—agriculture, applied arts (English, journalism, librarianship, and translation), commerce and management studies (audit practice, bookkeeping, costing methods, personnel management, purchasing and supply management, sales and retail management, and transport), science (science and home economics), and technology (architectural draftsmanship, surveying and leveling, and textile production).

The list of diploma courses given highest priority for future activation are: home economics, textile production, surveying and leveling, architectural drafting, and other 2-year diplomas leading to self-employment in the rubber, coconut, and fish industries. The director of the junior university college system, however, is to be commended for using restraint and not establishing training programs until trained experienced teachers, sufficient equipment, and adequate quarters are available.

A consensus decision was reached to pitch the diploma courses at the semiprofessional—mid-manpower—range of vocational training, which had not been touched by the universities or technical institutes.

General studies—English, social education, and physical education—were made required courses to broaden the base of higher education, emphasizing preparation "for manhood as well as manpower." This phrase became a popular theme among administrators and faculty. Administrators and faculty alike emphasized that while training for manpower was the most crucial objective, this is only one aspect of the total education envisioned.

After reviewing subcommittee studies on regional population distribution, money allocations, and the availability of sites, facilities, and staff, the National Council of Higher Education established five junior university campuses, two of them coeducational, the other three for men only. The sixth junior university—for women only—was established a matter of days before the inauguration ceremonies at the abandoned Uyanwatta Teachers Training College near Kandy. This was announced at the time as a forerunner to more junior universities for women.

Workshops

Immediately after the appointment of the first group of faculty in the spring of 1968, a series of workshops planned and directed by Charles C. Collins, the first of four scheduled Fulbright professors (1967–68), produced detailed course outlines and developed plans for a comprehensive student personnel services program. The work of Professor Hahn and Dr. Wijeyewardene a decade before was destined to bear fruit. For the first time in the nation's history, the junior university colleges were to be manned by full-time guidance and placement counselors.

Orientation seminars and workshops for more recently named lecturers, counselors, and librarians were held at the various college sites throughout the fall of 1968 by Fulbright professor Frederick C. Kintzer. He also conducted training sessions for secretaries, vice-principals, and finally the college principals

who, because of complications of naming and shifting administrators within the government pool of candidates, were last to be appointed. A final seminar for all junior university colleges, sponsored by the Ministry on January 8, and an auspicious dedication ceremony climaxed the months of preparation and heralded the opening of the institutions on February 2, 1969, with a total enrollment of approximately 800 young men and women.

Frequent evaluative sessions —including work with lecturers on more accurate measurement of student accomplishment and in-basket techniques with administrators—were held by Professor Kintzer throughout the spring and early summer at the colleges.

As they began their third term of operation (August 1969), diploma courses and required classes were offered on all six campuses. Preliminary meetings of a faculty committee were also being held to explore the feasibility of expanding the English diploma course and the physical education requirement into 2-year teacher training diplomas. Three schools began offering the former course in 1970. New diplomas in dairy science and insurance and data processing fundamentals were also authorized for the 1970 year.

The admission standard to all diploma courses is passes in three subjects prescribed in the GCE (advanced level) Examination. This standard is a notch below the university minimum (four passes) to accommodate applicants who want mid-manpower level diplomas. Many of the initial J.U.C. students were university eligibles, rejected only because of facility limitations. While graduates completing 2-year majors in January 1971 will hopefully move into jobs, some of those who are awarded First Division passes will be admitted to a Ceylon university on an advanced credit basis.

Although there is no tuition charge, all students must pay an annual registration of 25 rupees, and there is also a charge for repeating courses and re-taking diploma examinations.

Several additional features distinguish the junior university colleges from all other educational institutions in Ceylon: (1) student evaluation is based upon multiple criteria frequently and continuously applied throughout the 2-year programs; (2) teaching methods supporting course objectives are varied and flexible, and strenuous efforts are being made to break the stranglehold of the final written examination, as well as the lecture method; (3) individualized instruction is implemented by means of audiovisual equipment which is in comparatively generous supply on all campuses; and (4) the library of each institution is to become the focal point of learning, and 10 hours per week of supervised library study are required of all students.

Evaluation

Toward the end of the abbreviated first term (in April 1969), the author conducted an evaluation of the new educational enterprise. Through separate instruments, administrators and faculty were asked to appraise their success in meeting stated objectives. Some of the questions were taken directly from sections of the enabling legislation.

Respondents were encouraged to cite specific examples from their administrative or teaching responsibilities to illustrate successes and failures, and to indicate solutions to problems encountered on the "shakedown cruise." Thirty-four of 41 members of the faculty and 21 of 28 administrators replied. Personal interviews supplemented their reports. Particularly valuable were conversations with those who were more fluent speakers of English than writers.

Summary of Reactions

Reactions of J.U.C. personnel are summarized in this section. This material in expanded form, along with comments and recommendations, was presented to the Minister and system director in July 1969 as a basis for planning future directions.

Manpower

Preparing students for middle-manpower positions was to be given highest priority. What had been done during the first term to promote this most important objective?

While a few administrators and faculty had talked to community businessmen about future employment of J.U.C. graduates, there was general agreement that information on the new institution had not been widely disseminated. Students appeared highly motivated to succeed in their studies since graduation 2 years hence was naively regarded as practically a guarantee of a job. The urgent need for an energetic information dissemination program was an obvious recommendation.

Administrators and faculty alike confirmed an interest in a work-experience program, and during a between-terms conference developed plans for approaching potential employers and settling logistical questions. Working periods, for example, were scheduled for mornings only, and to avoid interference with a student's progress in nonmajor classes, each diploma course instructor would confine one morning session per week to major area work only.

Cooperative canteens and bookshops were providing opportunities for audit practice, bookkeeping, and business management.

Several administrators wanted to provide skills activities on a hobby or cocurricular basis only, which would match student talents and experience: carpentry, rattan work, masonry, catering, ceramics, painting, and even radio repair. Some students, they felt, needed outlets to balance classroom demands. They also thought it desirable to keep students on campus as much as feasible. The Ministry, however, objected largely for fear that the simple skills activities would inevitably become major emphases similar to training in crafts provided by the junior technical institutions.

The reputation of the junior university colleges will be firmly established if after completion of the two-year diploma courses the majority of the graduates find work in their specialties.

Manhood

While job preparation was declared the central objective, "elevation and humanization of the individual" was another vital aim of J.U.C. education. More attention was apparently given to extending the "manhood" objective beyond teaching requirements than the manpower objective. Faculty were not reticent in attempting to involve students in social work and various community activities. One campus, through the efforts of an energetic community-minded principal and vice-principal, was most aggressive. It first sponsored a 3-day institute on leadership training, including a kind of sensitivity training on youth problems, and later duplicated it on other campuses. In an unusual project students from another college laid several miles of road through a jungle area to link inland villages with south coastal areas.

The faculty emphasized the practice of individual conferences with major field students and close cooperation with the full-time counselor to help students with their problems and plans. Attempts are being made to measure improvement in personality character traits through group sessions.

The Minister's sudden decision to segregate sexes on all but two of the six campuses was heavily criticized.

Many considered this decision to be a severe handicap in the attempt to provide realistic training for life. Some faculty complained about others who were not giving students freedom to manage their own affairs. "They are treated like secondary kids," was the repeated charge. "After all, many of the 'kids' are well past twenty-one."

Language

Problems arising from the language situation are perhaps as severe as any faced by junior university college students. Caught in the lower grades at a time when English was severely downgraded, many, if not a majority of these students, are poorly equipped to speak, write, or read English. While according to government regulation all lectures and discussions are conducted in Sinhala or Tamil and library study is required, very few books and materials in Sinhala or Tamil are available. This situation began to spread frustration, discontent, and indifference throughout the student groups.

To compensate, many of the faculty work overtime to translate materials into the mother tongue. Librarians are beginning to offer assistance to individual students for better comprehension of that which they are able to read. To build English competency, informal and out-of-class English discussions are encouraged. Voluntary speech classes in English have been started, and on several campuses special assemblies in English are held weekly.

Overwhelmingly the students want to learn English. One student body actually set January 1970 as a target-date to achieve at least an ordinary pass in English at the G.C.E. (ordinary level) Examination. On several campuses stronger students have volunteered to help the weaker.

Most encouraging of all, the system director, acting at the urgent request of the faculty, particularly the English lecturers, principals and vice-principals, has authorized an additional English lecturer for each campus and a full-time translator to prepare materials in the mother tongue. Additional staff will allow the faculty to develop a system of ability grouping in English classes—a technique strongly recommended by respondents to the evaluation study.

Student Personnel Services

Student Personnel Services, which primarily through the work of Professor Hahn in the late 1950's and his pupils Wijeyewardene and Nanayakkara into the 1960's took the form of "Total Guidance," now have become a major feature of the J.U.C. movement. Each junior university college has a full-time guidance and counseling specialist. Assigning job placement responsibilities to this specialist gave his role an exceedingly practical charge and thus helped to legitimatize his appointment.

The idea was still relatively unknown and, therefore, somewhat suspect even among J.U.C. administrators and faculty. Why do we need a full-time counselor? What does he do anyway?—were often-heard questions on the J.U.C. campuses.

Lack of training and experience were additional reasons why the Student Personnel Services division was comparatively slow in getting started. However, the efforts of a small group of knowledgeable believers persisted. At the time the author left the island, J.U.C. people seemed firmly convinced that Student Personnel Services was one of the primary lifelines of their bold educational venture. Student services had, in fact, progressed to the point that permission to hire a second counselor for each campus had been granted by the governing authority.

Several counselors expressed concern over their second major responsibility—job placement. One recommended that a centralized government office should be in charge of job

placement, and the campus counselors should work cooperatively with that agency.

Many respondents pointed out inadequacies in admissions policies which, for want of a more appropriate level, were the same as or close to university-prescribed standards of advanced level examination success. In that regard, the author provided copies of "Comparative Guidance and Placement Programs" currently made available for 2-year colleges by the College Entrance Examination Board. The system director, whose master's degree thesis was in this area, was concerned that particularized admission policies be developed.

All colleges had, by the middle of the second term, organized a Students' Council, the elected executive board of the Student Union. A Board of Discipline was also operating on each campus, but students were not included. The strategy of student participation in such organizations was stressed in the author's final report to the Minister and system director. Deliberate but definite progress is anticipated.

The Library

Libraries were, from the beginning regarded as centers of learning. The determination was made early in the planning to provide maximum space and build useful collections on every campus and to assure library usage by requiring supervised library study. This mandate became difficult if not unwise to enforce because of the lack of books written in the mother tongue. Those books and periodicals in print are exceedingly difficult to procure. Government ordering and delivery procedures are agonizingly slow. While little could apparently be done to relieve this situation, according to the system librarian, increasing the budget for ordering from local dealers could very well speed up the building of some collections.

Finding adequately trained librarians continues to be a severe problem. In response to the initial call for librarian applicants, only two applied for the six college vacancies. One accepted and was made system director. Five of the six colleges have assistant librarians with limited training and experience, and in-service training for them is being planned.

Effective Teaching

In recent years Ceylon university students—like students in many other parts of the world—have openly criticized the lack of relevance of their education in terms of the country's needs and the sterility of teaching methods. Ceylon's junior university college lecturers are keenly aware that their most important responsibility is to teach effectively. Ample evidence was gathered in the evaluation study to suggest that the faculties were cooperating in an all-out attempt to break the stranglehold of the traditional lecture method with a variety of methods and techniques: problem-oriented discussions, demonstrations, practical tutorials (in library science), role play (in audit practices), cases (in bookkeeping), tours, and modified team teaching. Lecturers characterized themselves as moderators, interpreters, and referees more often than just talkers. While the attempts to be different seemed comparatively mild and sometimes halting, the change was noticeable.

A program of student evaluation of teacher effectiveness was also projected. One lecturer described the idea as follows:

> The very concept of effective teaching implies a need for evaluation of teaching, and it is agreed the lecturers will submit themselves and their teaching to evaluation. While it is true that the teacher is being evaluated by his students whether he likes it or not, the program allows for a more systematic and open-minded evaluation process.

A beachhead has been secured by the junior university college forces against lecturing as the single-teaching method and the final written examination as the only means of grading. Much greater efforts are now necessary to insure further progress.

Community Services

Educational opportunities for the general public have not been organized to any extent. Resources and energy have wisely been channeled mainly into developing and executing programs in middle manpower fields, and a few imaginative projects have been initiated.

On one campus a series of lectures is planned for small businessmen in accounts and bookkeeping. Geared to practical applications, local business owners will be invited to attend the weekly sessions which later will be organized as follow-up seminars. Physical education instruction is now available to government servants who want to keep fit. Community people have been invited to attend evening film shows on physical education.

An extension evening course (in Sinhala) for permanent employees of the State Insurance Corporation is a possibility on an urban campus in metropolitan Colombo. Such a course, initially designed to upgrade employees, has led to a full diploma program in insurance.

During the evaluation conference in April 1969 at the Ministry, principals and their staffs discussed ways to carry their story to the citizens and to elicit their active interest, support, and participation.

Progress toward developing the community college concept will be predictably slow, since the Ceylonese have had little experience in formalizing community-centered education.

Administrative Problems

In addition to problems of securing staff, severe lack of books and periodicals, and the delays in delivery of available items, administrators underscored the lack of classroom space and recreational areas. Another problem is the increasing need for more freedom in the use of funds. The Ministry had been attempting for some time to interest banks in establishing student loan funds. Unfortunate experiences with university students had at first caused bankers to react negatively but a plan had finally been negotiated as the author completed his tour.

A final problem—faculty and student participation in policymaking—was beginning to be discussed. While the issues expressed had not as yet been openly aired, an undercurrent of faculty and, to a lesser degree, student agitation was apparent. The faculty had been involved originally in basic planning, and the system director had expressed determination to institute cooperative administration as rapidly as possible.

Such participation in decisionmaking—a practical necessity in higher education the world over—is almost entirely unknown in Ceylon's educational system. The right to participate in planning and executing policy, especially in areas which primarily affect them, is being clearly enunciated by the J.U.C. faculty This is another area where the junior university colleges are catalysts for change.

THE AUTHOR'S FINAL REPORT submitted to the Minister and the system director offered recommendations drawn from the evaluation and from conversations with administrators and faculty. The author is now exploring other ways of extending international cooperation to strengthen the junior universities.

In the words of Minister Iriyagolle: "It is hoped that the junior university college system—inaugurated in the centennial year—will have not only the vitality to withstand the vicissitudes of the times, but also the variety to be of service to the youth of the nation." □

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